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## PRESIDENT'S MESSAGE.

*Fellow-Citizens of the Senate and House of Representatives:*

Sixty years have elapsed since the establishment of this government, and the Congress of the United States is again assembled to legislate for an empire of freemen. The prediction of evil prophets, who formerly pretended to foretell the downfall of our institutions, are now numbered only to be derided, and the United States of America, at this moment present to the world the most stable and permanent Government on earth. Such is the result of the labors of those who have gone before us.

Upon Congress will eminently depend the future maintenance of our system of free government, and the transmission of it unimpaired to posterity. We are at peace with all the world, and seem to maintain our cherished relation of amity with the rest of mankind. During the past year, we have been blessed by a kind Providence with abundance of the fruits of the earth, and although the destroyer for a time, visited extensive portions of our country with ravages of a dreadful pestilence, yet the Almighty has at length deigned to say his hand, and to restore the inestimable blessing of general health to our people, who have acknowledged his power, deprecated his wrath and implored his merciful protection.

While enjoying the benefits of amicable intercourse with foreign nations, we have not been insensible to the distraction and wars which have prevailed in other quarters of the world. It is a proper theme of thanksgiving to Him who rules the destinies of nations, that we have been able to maintain, amidst all these contests, an independent neutral position towards all belligerent powers.

Our relations with Great Britain are of a most friendly character. In consequence of a recent alteration of the British navigation acts, British vessels from British and other foreign ports will, under our existing laws, after the first day of January next, be admitted to entry in our ports with cargoes of the growth, manufacture or production of any part of the world, on the same terms, as to duties, imposts, and charges, as vessels of the U. S., with their cargoes; and our vessels will be admitted to the same advantages in British ports, entering therein on the same terms as British vessels. Should no order in council disturb this legislative arrangement, the latest act of the British Parliament, by which Great Britain is brought within the terms proposed by the act of Congress on the first of March, 1817, it is hoped will be productive of benefit to both.

A slight interruption of diplomatic intercourse which occurred between this government and France, I am happy to say, has been terminated, and our Minister there has been received. It is, therefore, unnecessary to refer now to the circumstances which led to that interruption. I need not express to you the sincere satisfaction with which we shall welcome the arrival of another Envoy Extraordinary Minister Plenipotentiary from a sister Republic, to which we have so long been, and still remain, bound by the strongest ties of amity.

Shortly after I had entered upon the discharge of the Executive duties, I was apprized that a war steamer, belonging to the German Empire, was being fitted out in the harbor of New York, with the aid of some of our naval officers rendered under the permission of the late Secretary of the Treasury. This was granted during an armistice between the Empire and the kingdom of Denmark, which had been engaged in the Schleswig-Holstein War. Apprehensive that this act of intervention on our part might be viewed as a violation of our neutral obligations, incurred by the treaty with Denmark, and of the provisions of the act of Congress of 20th of April, 1818, I directed that no further aid should be rendered by any other agent or officer of the navy, and I instructed the Secretary of State to apprise the Minister of the German Empire, accredited to this Government, of my determination to execute the law of the United States, and maintain the faith of treaties with all nations.

The correspondence which ensued between the Department of State and the Minister of the German Empire, is herewith laid before you, with the section of the law and the observance of the treaty which were deemed by me to be due to the honor of the country, as well as to the sacred obligations of the Constitution. I shall not fail to pursue the same course should a similar case arise with any other nation, having avowed the opinion, on taking the oath of office, that in disputes between conflicting foreign Governments, it is our interest, not less than our duty, to remain strictly neutral. I shall not abandon it.

You will perceive from the correspondence submitted to you in connection with the subject, that the course adopted in this case, has been properly regarded by the belligerent powers interested in the matter. Although the Minister of the United

States to the German Empire was appointed by my predecessor in August 1848, and has for a long time been in attendance at Frankfort-on-the-Main, and although a Minister appointed to represent that Empire was received and accredited here, yet no such government as that of the German Empire has been definitely constituted. Mr. Donaldson, our representative at Frankfort, remained there several months in the expectation that a union of the German States under one constitution, or form of government, might at length be organized.

It is believed by those well acquainted with the existing relations between Prussia and the States of Germany, that no such union can be permanently established without her co-operation. In the event of the formation of such a union, and the organization of a central power in Germany, of which Prussia should form a part, it would become necessary to withdraw our Minister at Berlin; but while Prussia exists as an independent kingdom, and diplomatic relations are maintained with her, there can be no necessity for the continuance of the mission to Frankfort, and I have, therefore, recalled Mr. Donaldson, and directed the archives of the legation at Frankfort to be transferred to the American legation at Berlin.

Having been apprized that a considerable number of adventurers had been engaged in fitting out a military expedition within the United States against a foreign country, and believing from the best information I could obtain, that it was destined to invade the Island of Cuba, I deemed it due to the friendly relations existing between the United States and Spain, to the treaty between the two nations, to the laws of the United States, and, above all, to the American honor, to exert the lawful authority of this government in suppressing the expedition, and preventing the invasion. To this end, I issued a proclamation, enjoining it upon the officers of the United States, civil and military, to use all lawful means within their power. A copy of that proclamation is herewith submitted. The expedition has been suppressed. So long as the act of Congress of 20th April, 1848, which gives its existence to the law of nations and to the policy of Washington himself, shall remain on our statute book, I hold it to be the duty of the executive faithfully to obey its injunctions. While this expedition was in progress, I was informed that a foreigner, who claimed our protection, had been clandestinely, and as was supposed, forcibly carried off in a vessel from New Orleans to the Island of Cuba. I immediately caused such steps to be taken as I thought necessary. In case the information I had received should prove correct, to vindicate the honor of the country, and the rights of every person seeking an asylum on our soil, to the protection of our laws. The person alleged to have been abducted was promptly restored, and the circumstances of the case are now about to undergo investigation before a judicial tribunal. I would respectfully suggest, that, although the crime charged to have been committed in this case, is held odious, as being in conflict with our opinions on the subject of national sovereignty and personal freedom, there is no prohibition of it, or punishment for it, provided in any act of Congress. The expediency of supplying this defect in our criminal code is, therefore, recommended to your consideration.

I have purposely avoided any interference in the wars and contentions which have recently distracted Europe. During the late conflict between Austria and Hungary there seemed to be a prospect that the latter might become an independent nation. However faint that prospect at the time appeared, I thought it my duty in accordance with the general sentiment of the American people, who deeply sympathized with the Magyar patriots, to stand prepared, upon the contingency of the establishment by her of a permanent government, to be the first to welcome independent Hungary into the family of nations. For this purpose I invested an agent, then in Europe, with power to declare our willingness promptly to recognize her independence, in the event of her ability to sustain it. The powerful intervention of Russia in the contest extinguished the hopes of the struggling Magyars; the United States did not at any time interfere in the contest, but the feelings of the nation were strongly enlisted in her cause, and by the sufferings of the brave people who had made a gallant though unsuccessful effort to be free.

Our claims upon Portugal have been during the past year, prosecuted with renewed vigor, and it has been my object to employ every effort of honorable diplomacy to procure their adjustment. Our late Charge d'Affairs at Lisbon, the Hon. George W. Hopkins made able and energetic, but unsuccessful effort to settle these unpleasant matters of controversy, and to obtain indemnity for the wrongs which were the subject of complaints. Our present Charge d'Affairs at that post, will also bring to the prosecution of these claims, ability and zeal. The revolutionary and

distracted condition of Portugal, in past times, has been represented as one of the leading causes of her delay in indemnifying our suffering citizens; but I must now say, that it is a matter of profound regret that these claims have not been settled. The omission of Portugal to do justice to these claimants has now assumed a character so grave and serious, that I shall shortly make it the subject of a special message to Congress with a view to such ultimate action as its wisdom and patriotism may suggest.

With Russia, Austria, Prussia, Sweden, Denmark, Belgium, the Netherlands, and the Italian States, we still maintain our accustomed amicable relations.

During the recent revolutions in the Papal States, our Charge d'Affairs at Rome has been unable to present his letter of credence, which indeed he was directed by my predecessor to withhold until he should receive further orders. Such was the unsettled condition of things in those States, that it was not deemed convenient to give him any instructions on the subject of presenting his credential letter, different from those with which he had been furnished by the late Administration, until the 25th of June last—when in consequence of the want of accurate information of the exact state of things at that distance from us, he was instructed to exercise his own discretion in presenting himself to the then existing government, if in his judgment, sufficiently stable, or if not, to await further events. Since that period, Rome has undergone another revolution, and he abides the re-establishment of a government sufficiently permanent to justify him in opening diplomatic intercourse with it.

With the Republic of Mexico it is our policy to cultivate the most friendly relations. Since the ratification of the treaty of Guadalupe Hidalgo, nothing has occurred of a serious character to disturb them. A faithful observance of the treaty and a sincere respect for her rights, cannot fail to secure the lasting confidence of that Republic. The message of my predecessor to the House of Representatives, of the 8th of February last, communicating in compliance with a resolution of that body, a copy of a paper called a "protocol," signed at Queretaro, on the 30th May, 1848, by the Commissioner of the United States and the Minister of Foreign Affairs of the Mexican Government, having been a subject of correspondence between the Department of State and the Envoy Extraordinary, and the Minister Plenipotentiary of that republic accredited to this Government, a transcript of that correspondence is herewith submitted. The Commissioners on the part of the United States for marking the boundary between the two republics, though delayed on reaching San Diego, by imperious obstacles, arrived at that place within a short period after the time required by that treaty, and was there joined by the Commissioners on the part of Mexico. They entered upon their duties, and at the date of the latest intelligence from that quarter some progress had been made in the survey. The expenses incident to the organization of the commission and to its conveyance to the point where its operations were to begin, have so much reduced the funds appropriated by Congress, that a further sum to cover the charges which must be incurred during the fiscal year will be necessary. The great length of frontier along which the boundary extends, the nature of the adjacent territory, the difficulty of obtaining supplies, except at or near the extremes of the lines, render it also indispensable that a liberal provision should be made to meet the necessary charges during the fiscal year ending on 4th of June, 1851. I accordingly recommend the subject to your attention.

In the adjustment of the claims of American citizens on Mexico, provided for by the late treaty, the employment of counsel on the part of the government may become important for the purpose of assisting the Commissioners in protecting the interests of the United States. I recommend this subject to the early and favorable consideration of Congress.

Complaints having been made in regard to the inefficiency of the means provided by the government of New Grenada for transporting the United States mail across the Isthmus of Panama, pursuant to our postal convention with that republic on the 4th of March, 1844, our Charge d'Affairs at Bogota has been directed to make such representations to the government of New Grenada as will, it is hoped, lead to a more prompt removal of this cause of complaint.

The sanguinary civil war, with which the republic of Venezuela has been for some time ravaged, has been brought to a close. In its progress, the rights of some of our citizens resident or trading there, have been violated. The restoration of order will afford the Venezuelan Government an opportunity to examine and redress their grievances, and others of longer standing, which our representative at Caracas has hitherto ineffectually urged upon the attention of the Government. The extension of the coast of the United

States on the Pacific, and the unexampled rapidity with which the inhabitants of California, especially, are increasing in number, have imparted new consequence to our relations with other countries, whose territory borders on the ocean. It is probable that the intercourse between those countries, and our possessions in that quarter, particularly with the republic of Chili, will become extensive and mutually advantageous, in proportion as California and Oregon shall increase in population and wealth. It is desirable that the Government should do everything in its power to foster and strengthen its relations with those States, and that the spirit of amity should be mutual and cordial. I recommend the observance of the same course towards all other American States. The United States stands as the great American power to which, as their natural ally and friend, they will always be disposed to look for mediation and assistance in the event of collision between them and any European nation. As such, we may often kindly mediate in their behalf. Without entangling ourselves in foreign wars, or unnecessary controversies, whenever the faith of any of our treaties with any of them shall require our interference, we must necessarily interfere.

A convention has been negotiated with Brazil, providing for the satisfaction of American claims on that Government, and it will be submitted to the Senate. Since the last session of Congress we have received an Envoy Extraordinary and Minister Plenipotentiary from that Empire, and our relations with it are founded upon the most amicable understanding.

Your attention is earnestly invited to an amendment of our existing laws relating to the African slave trade with a view to the effectual suppression of that barbarous traffic. It is not to be denied, that this trade is still in part carried on by means of vessels built in the United States, and owned or navigated by some of our citizens. The correspondence between the Department of State and the Minister and Consul of the United States at Rio Janeiro, which has from time to time been laid before Congress, represents that, as a customary device to evade the penalties of our laws by means of sea letters, vessels sold in Brazil when provided with such papers by the consul, instead of returning to the United States for a new register, proceed at once to the coast of Africa for the purpose of obtaining cargoes of slaves. Much additional information of the same character has recently been transmitted to the Department of State. It has not been considered the policy of our laws to subject an American citizen who, in a foreign city, purchases a vessel built in the U. S., to the inconvenience of sending her home for a new register before permitting her to proceed on a voyage. Any alteration of the laws which might have a tendency to impede the free transit of property in vessels between our citizens, or the free navigation of their vessels, between different parts of the world, when employed in lawful commerce, should be well and cautiously considered; but I trust that your wisdom will devise a method by which our general policy, in this respect, may be preserved, and at the same time the abuse of our flag by means of sea letters, in the manner indicated, may be prevented.

Having ascertained that there is no prospect of carrying on negotiations with the five States of Central America, which formerly composed the republic of that name, we have separately negotiated with some of those States of amity and commerce, which will be laid before the Senate.

A contract having been concluded with the State of Nicaragua, by a company composed of American citizens, for the purpose of constructing a ship canal through the territory of that State, to connect the Atlantic and Pacific Oceans, I have directed the negotiation of a treaty with Nicaragua, pledging both Governments to protect those who shall engage in and perfect the work. All other nations are invited by the State of Nicaragua to enter into the same treaty stipulations with her, and the benefit to be derived by each from such an arrangement, will be the protection of this great inter-oceanic communication against any power which might seek to obstruct it, or monopolize its advantages. All States entering into such a treaty will enjoy the right of passage through the canal on payment of the same tolls.

The work of construction under these guarantees, will become a bond of peace, instead of a subject of contention and strife between the nations of the earth. Should the maritime States of Europe consent to this arrangement, and we have no reason to suppose that a proposition so fair and honorable will be opposed by any, the energies of their people and ours will co-operate in promoting the success of the enterprise. I do not recommend any appropriation from the National Treasury for this purpose, nor do I believe that such an appropriation is necessary. Private enterprise, if properly protected, will complete the work, should it prove to be feasible. The parties who have procured the charter from Nicaragua for its construction

desire no assistance from Government beyond its protection, and they profess that, having examined the proposed line of communication, they will be ready to commence the undertaking whenever that protection shall be extended to them. Should there appear to be reason, on examining the whole evidence, to entertain a serious doubt of the practicability of constructing such a canal, that doubt can be speedily solved by an actual exploration of the route.

Should such a work be constructed under common protection of all nations, for equal benefits to all, it would be neither just nor expedient that any Government, or maritime State, should command the communication. The territory through which the canal may be opened, ought to be freed from the claims of any foreign power. No such power should occupy a position that would enable it hereafter to exercise so controlling an influence over the commerce of the world, or to obstruct a highway which ought to be dedicated to the common use of mankind.

The routes across the Isthmus, at Tehuantepec and Panama, are also worthy of our serious consideration. They did not fail to engage the attention of my predecessor. The negotiation of the treaty of Guadalupe Hidalgo was instructed to offer a very large sum of money for the right of transit across the Isthmus of Tehuantepec. The Mexican Government did not accede to the proposition, or the purchase of the right of way, probably, because it had already contracted with private individuals for the construction of a passage from the Guasacanalco River to Tehuantepec. I shall not receive any proposition to purchase for money a right which ought to be equally secured to all nations, on payment, who would doubtless, be well contented with that compensation, and the guarantee of the maritime States of the world, in separate treaties negotiated with Mexico, binding her and them to protect those who should construct the work. Such guarantees would do more to secure the communication through the territory of Mexico, than any other reasonable consideration that could be offered, and as Mexico herself would be the greatest gainer by the opening of this communication between the Gulf and the Pacific Ocean, it is presumed that she would not hesitate to yield her aid in the manner proposed, to accomplish an improvement so important to her own best interests.

We have reason to hope that the proposed railroad across the Isthmus of Panama, will be successfully constructed under the late treaty with New Grenada, ratified and exchanged by my predecessor, on the 10th day of June, 1843, which guarantees the perfect neutrality of the Isthmus, and the rights of the sovereignty of New Grenada over that territory with a view that the free transit from ocean to ocean, may not be interrupted or embarrassed during the existence of the treaty. It is our policy to encourage every practicable route across the Isthmus which connects North or South America, either by Railroad or canal, which the energy or enterprise of our citizens may induce them to complete, and I consider it obligatory upon me to adopt that policy especially in consequence of the absolute necessity of facilitating intercourse with our possessions on the Pacific.

The position of the Sandwich Islands, with reference to the Pacific, the success of our persevering and benevolent citizens who have repaired to that remote quarter, in christianizing the natives, in teaching them to adopt a system of government and laws suited to their capacity and wants, and the use made by our numerous whale ships of the harbors of the Islands, as places of resort for obtaining refreshments and repairs, all combine to render their destiny peculiarly interesting to us. It is our duty to encourage the authorities of these Islands in their efforts to improve and elevate the moral and political condition of the inhabitants, and we should make equal allowances for the difficulties inseparable from this task. We desire that the Islands may maintain their independence, and that other nations should concur with us in this sentiment, and could in no event, be indifferent to their passing under the dominion of any other Power. The principle commercial States have in this a common interest, and it is to be hoped that no one of them will attempt to interpose obstacles to the entire independence of the Islands.

The receipts into the Treasury for the fiscal year ending on the 30th of June last, was in cash \$45,830,097 50, and in Treasury notes funded, \$10,833,000, making an aggregate of \$56,663,097 50; and the expenditures for the same time were, in cash \$46,798,667 82, and in Treasury notes funded, \$10,833,000—making an aggregate of \$57,631,667 82.

The accounts and estimates which will be submitted to Congress in the report of the Secretary of the Treasury, show that there will probably be a deficit, occasioned by the expenses of the Mexican War and Treaty, on the 1st day of July, next, of \$5,828,121 66; and on the first of July, 1851, \$10,547,092 73 making, in the whole, a probable deficit to be provided for,

of \$16,375,214 39. The extraordinary expenses of the war with Mexico, and the purchase of California and New Mexico, exceed the amount of this deficit, together with the loans heretofore made for those objects.—I, therefore, recommend that authority be given to borrow whatever sum may be necessary to cover that deficit.

I recommend the observance of strict economy in the appropriation and expenditure of the public money.

I recommend a revision of the existing tariff, and its adjustment on a basis which may augment the revenue. I do not doubt the right or duty of Congress to encourage domestic industry, which is the great source of national, as well as individual wealth and prosperity. I look to the wisdom and patriotism of Congress, for the adoption of a system which may place home labor at least on a sure and permanent footing, and by due encouragement of manufactures give a new and increased stimulus to agriculture, and promote the development of our vast resources and the extension of commerce. Believing that to the attainment of these ends, as well as the necessary augmentation of the revenue, and the prevention of frauds, a system of specific duties are best adapted, I strongly recommend to Congress the adoption of that system, fixing the duties at rates high enough to afford substantial and sufficient encouragement to our own industry, and at the same time so adjusted as to insure stability.

The question of the continuation of the Sub-Treasury system is respectfully submitted to the wisdom of Congress. If continued, important modifications of it appear to be indispensable. For further details and views of the above and other matters connected with commerce, the finances and revenue, I refer to the report of the Secretary of Treasury.

No direct aid has been given by the General Government to the improvement of Agriculture, except by the expenditure of small sums for the collection and publication of agricultural statistics, and for some chemical analysis which have been thus far paid out of the Patent Fund. This, in my opinion, is wholly inadequate to give this leading branch of American industry the encouragement which it merits. I respectfully recommend the establishment of an Agricultural Bureau, to be connected with the Department of the Interior. To elevate the social condition of the agriculturist, to increase his prosperity, and to extend his means of usefulness to his country by multiplying his sources of information, should be the study of every statesman, and a primary object with every legislature.

No civil Government having been provided by Congress for California, the people of that Territory, impelled by the necessities of their political condition, recently met in convention for the purpose of forming a Constitution and State Government, which the latest advices give me reason to suppose has been accomplished, and it is believed they will shortly apply for the admission of California into the Union as a sovereign State. Should such be the case, and should their Constitution be conformable to the requirements of the Constitution of the United States, I recommend their application to the favorable consideration of Congress.

The people of New Mexico will, also, it is believed, at no very distant period, present themselves for admission into the Union. Preparatory to the admission of California and New Mexico, the people of each will have instituted for themselves a republican form of government, laying its foundations in such principles, and organizing its powers in such form, as to them shall seem most likely to effect their safety and happiness.—Ily awaiting their action, all causes of uneasiness may be avoided, and confidence and kind feeling preserved.—With a view of maintaining the harmony and tranquility so dear to all, we should abstain from the introduction of those exciting topics of a sectional character which have hitherto produced painful apprehensions in the public mind; and I repeat the solemn warning of the first and most illustrious of my predecessors against furnishing any grounds for characterizing parties by geographical discriminations.

A Collector has been appointed at